

have been required of any human beings, and whose death at 54 should give us pause to contemplate the meaning of his life, of theirs and of the millions of black men who live on.

INNOVATIVE LEADERSHIP BY THE INS AGAINST ILLEGAL IMMIGRATION

Mr. KENNEDY. Mr. President, I want to take this opportunity to call the attention of my colleagues in Congress to a compelling example of the kind of innovation we are seeing today by the Clinton administration in addressing the problem of illegal immigration.

Stronger border enforcement is part of the answer. But is obviously not the only answer. The Immigration and Naturalization Service estimates that 40 to 50 percent of the illegal aliens currently in the United States entered the country legally on visitors visas and other temporary visas, then remained illegally in the country after their visas expired.

The overriding challenge we face is to remove the magnet of jobs which encourage so many people to come to the United States illegally or to remain here illegally.

A key element in this strategy must be to assist employers to abide by the law and to hire only those persons entitled to work in the United States.

Clearly, the INS is making progress. Last week, the Ford Foundation and the John F. Kennedy School of Government at Harvard announced that an INS program in Dallas has won one of this year's Innovations in American Government Awards for its success in encouraging employers to remove illegal aliens from their rolls and hiring U.S. workers in their place.

This kind of innovation combats illegal immigration, helps employers, and provides good jobs for American workers. I am hopeful that as Congress considers immigration reform legislation in the coming weeks, we can encourage more new approaches like this to combating illegal immigration.

Mr. President, I ask unanimous consent that an article from the Washington Post describing the Dallas INS initiative be printed in the RECORD.

There being no objection, the article was ordered to be printed in the RECORD, as follows:

[From the Washington Post, Oct. 26, 1995]

FOUNDATION AWARDS HONOR 15 CREATIVE GOVERNMENT PROGRAMS

(By Stephen Barr)

When the Immigration and Naturalization Service discovered 220 illegal immigrants were working at a Dallas plant that makes aluminum windows and doors, INS agents could have raided the plant and deported the workers. But a raid might have put the company out of business.

So INS assistant district director Neil Jacobs offered the company a "common-sense approach" to the problem. Rather than treat the company as the enemy, he gave it 60 days to recruit replacement workers from Dallas-area community and welfare programs. When the deadline arrived, the INS made its arrests and the company averted a shutdown.

Today, the Innovations in American Government awards program sponsored by the

Ford Foundation and Harvard University will announce that Jacob's strategy for enforcing immigration laws is one of 15 local, state and federal programs receiving a \$100,000 cash prize.

Thus is the first time that awards have gone to federal programs since the Ford Foundation and Harvard's John F. Kennedy School of Government began their initiative in 1986. The awards will go to six federal and nine state and local programs at a time when a Republican-controlled Congress is cutting federal spending and turning more responsibility over to the states.

Three of the federal programs honored this year, such as Jacobs's "Operation Jobs," reflect the government's search for less punitive and more effective ways to regulate business. A number of the local and state award winners created solutions to their problems by forgoing partnerships with unions, nonprofit organizations and private-sector companies to deliver services cheaper or more efficiently.

In the current cost-cutting environment, Michael Lipsky, the Ford Foundation official responsible for the innovations program, said, "It is the deeply felt position of the foundation that the government deserves more recognition for creativity and ought to be encouraged to be better."

As Debbie Blair, the personnel manager at General Aluminum—a plant in Dallas that tried Jacobs's approach—said, "Clearly, the old tactics used by INS were not successful. They are thinking smarter in trying to figure out a new way to solve an old problem."

In Texas, a major INS problem has been how to handle illegal immigrants, mostly from Mexico, who obtain jobs with fraudulent papers. Although job applicants must show employers documents that indicate they are U.S. citizens or legal residents, federal law allows candidates to choose which papers from a prescribed list to present employers.

In some cases when the INS found widespread violations, it would secure a warrant, raid a company without informing the employer and endanger its own agents as they conducted arrests. Jacobs found, however, that the illegal workers quickly returned to the Dallas area and got new jobs or their old jobs back. "That was frustrating us," he said.

So Jacobs, keeping in step with INS policy to work toward increasing voluntary compliance with the law, threw out his idea for "Operation Jobs" at a staff meeting one day and, after a few false starts, his Dallas office created a system linking the INS to police and community groups. The INS "treats the employer as the client rather than the enemy," he said.

Moving beyond its traditional enforcement functions, the Dallas INS office began putting employers in touch with city social service programs, refugee assistance groups and other community agencies that try to find jobs for laid-off workers, legal immigrants or school dropouts. To avert financial losses, companies are given time to recruit and train the new hires, with the understanding that at a pre-arranged time the INS will show up to make arrests.

"Everybody wins on all sides," said Tina Jenkins, a Tarrant County official who helps out-of-work residents get emergency assistance for rent and utilities. "We get people employed, the employer is happy, and it's good p.r. for INS—they aren't looked at as the bad guys."

Jacobs estimates that about 50 companies have participated in Operations Jobs over the last two years, providing residents of North Texas about 3,000 jobs that previously were held by undocumented workers.

Many companies, of course, gamble that INS will never learn about their hiring prac-

tices, and not every INS attempt at cooperation with companies under investigation works out. "We've had situations where we get back in 30 days and no one is left," Jacobs acknowledged. "But most employers feel that if 'I don't show I'm a team player now . . . ' we won't be as cooperative the next time we do an inspection."

Under pressure from the Republican Congress, the Clinton administration has been moving toward more aggressive enforcement of the prohibition on hiring illegal immigrants. Still, in Jacobs's office, fewer than a dozen of the 50 agents he supervises handle employer sanctions.

The notion that regulatory and enforcement agencies like INS and the Occupational Safety and Health Administration, also an award winner this year, should create partnerships with the private sector "doubtless reflects the mood of the time," said Alan Altshuler, the director of the innovations program at Harvard.

"Good government has to be creative, innovative government today," Altshuler said. "It is not enough to simply get rid of waste, fraud and abuse."

The 15 award winners, who were selected from a field of about 1,600, will be honored tonight at a dinner that Vice President Gore is scheduled to attend. The finalists were selected by a committee headed by former Michigan governor William G. Milliken (R) that included industry leaders, journalists and former elected officials.

The program encountered some of Washington's legendary red tape when it was informed that some of the federal agencies being honored could not legally accept the gifts. As a result, the \$100,000 prizes will be administered by the nonprofit Council for Excellence in Government. The council will help the agencies sponsor conferences or events to explain their programs to other groups.

The awards represent a small fraction of the \$268 million in grant money that the Ford Foundation gave away last year, Lipsky said, but provide the foundation with a forum to "stand for the proposition that there is a great deal of good in government that goes unrecognized. While no one says government is perfect, the balance between positive news and negative news goes heavily toward the negative."

THE BAD DEBT BOXSCORE

Mr. HELMS. Mr. President, on that evening in 1972 when I first was elected to the Senate, I made a commitment to myself that I would never fail to see a young person, or a group of young people, who wanted to see me.

It has proved enormously beneficial to me because I have been inspired by the estimated 60,000 young people with whom I have visited during the nearly 23 years I have been in the Senate.

Most of them have been concerned that the total Federal debt which is \$27 billion shy of \$5 trillion—which we will pass this year. Of course, Congress is responsible for creating this monstrosity for which the coming generations will have to pay.

The young people and I almost always discuss the fact that under the U.S. Constitution, no President can spend a dime of Federal money that has not first been authorized and appropriated by both the House and Senate of the United States.